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ABSTRACT

The General Accounting Office evaluated federal programs that serve at-risk and delinquent youth. The work, which took place over several years, focused on: (1) who administers such programs; (2) how much money is spent on federal programs for at-risk youth; and (3) what is known about their effectiveness. Overall, its is apparent that multiple federal departments and agencies spend millions of dollars funding a wide variety of programs serving at-risk and delinquent youth. Fifteen federal departments and agencies operated 127 such programs in September 1997. About 77% of these were administered by the Departments of Health and Human Services, Justice, Labor, and Education. Many of the programs are potentially duplicative, providing services that appear to overlap those of other programs in the same agency or other agencies, and many provide multiple services. This system has created the potential for inefficient service. In addition, there is a major gap for federal decisionmakers, who need to know what existing programs are accomplishing individually and in combination. The Government Performance and Results Act of 1993 can move the agencies that run these programs toward a more integrated approach and brings with it a greater emphasis on accountability and the assessment of program results. Frequently, however, strategic plans are not specific enough to allow the determination of whether an integrated approach is operating. Agencies need to focus their efforts to coordinate with one another at the target group level. Appendixes present a table of agency and program funding and a glossary of definitions of program services. (Contains one table and four figures.) (SLD)

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Testimony

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AT-RISK AND DELINQUENT YOUTH

Multiple Programs Lack Coordinated Federal Effort

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Education and Employment Issues
Health, Education, and Human Services Division

ED 415 324

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At-Risk and Delinquent Youth: Multiple Programs Lack Coordinated Federal Effort

Mr. Chairman and Members of the Subcommittee:

I am pleased to be here today to discuss our work on federal programs that serve at-risk and delinquent youth.

Poverty, unemployment, teen pregnancy, child abuse, violence, and substance abuse are common among the nation's youth. Many young people are considered at-risk,[1] and many also have had contact with the juvenile justice system. Over the years, the Congress has passed legislation creating numerous federal programs to address the needs of at-risk and delinquent youth. These programs provide such diverse services as substance abuse prevention, violence prevention, job training, substance abuse treatment, and family intervention.[2] They target a wide range of youth, including abused/neglected youth, drug/alcohol abusers, delinquents, victims of crime, and runaway and homeless youth. For many of these programs, youth constitute only a part of the target population.

My testimony today, which is based on work we have done over several years, will focus on (1) who administers federal programs serving at-risk and delinquent youth, (2) how much money is spent on these programs, and (3) what is known about their effectiveness. (See Related GAO Products at the end of this statement for a list of our previous work.)

In summary, multiple federal departments and agencies spend billions of dollars funding a wide variety of programs serving at-risk and delinquent youth. Many of the programs are potentially duplicative, providing services that appear to overlap those of other federal programs in the same agency or in other agencies, and many provide multiple services. Our work suggests that this system of multiple federal programs arrayed across several agencies has created the potential for inefficient service. In addition, a major information gap exists for federal decisionmakers who need to know what these programs are accomplishing both individually and in combination. The Government Performance and Results Act of 1993 (the Results Act) can move the agencies that run these programs toward a more integrated approach to meeting common goals for helping at-risk and delinquent youth and should bring with it a greater emphasis on accountability and assessment of individual program results. However, our

[1]The term "at-risk" can have different meanings in different contexts. We are using the term in a broad sense to refer to youths who, because of certain characteristics or experiences, are statistically more likely than other youths to encounter certain problems, such as legal, social, financial, educational, emotional, and health.

[2]For our definitions of program services, see app. II.

analysis of some of the strategic plans required by the Results Act suggests that although the act may facilitate an integrated approach to program implementation and management, the strategic plans are not specific enough for us to determine whether an integrated approach is operating with respect to services for a particular target group, such as at-risk and delinquent youth.[3]

Multiple Programs Serve At-Risk and Delinquent Youth

In September 1997, we reported that the federal government continues to fund a wide array of programs dedicated to at-risk and delinquent youth.[4] More specifically, 15 federal departments and agencies administered 127 at-risk and delinquent youth programs in fiscal year 1996. The Departments of Health and Human Services (HHS), Justice, Labor, and Education administered 98 programs—about 77 percent of all programs. (See app. I.)

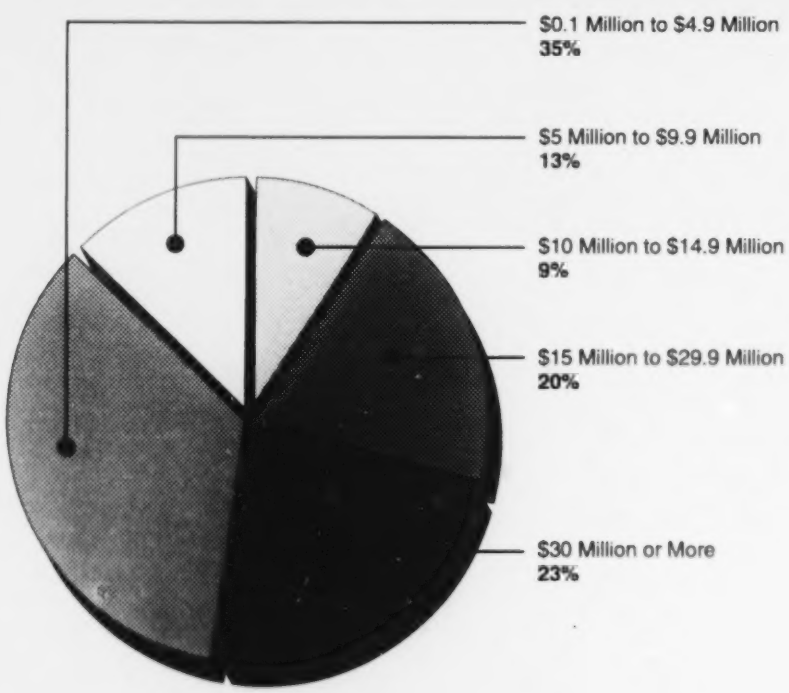
In 1996, 110 of these programs received funding dedicated to youth totaling more than $4 billion.[5] Fifteen departments and agencies administered the funded programs, with HHS and Justice administering the most—50 and 16, respectively. Labor programs, however, received the most money—$2.2 billion. About 43 percent of the funded programs received at least $15 million each. (See fig. 1.) Our September 1997 product presented conservative estimates of the numbers of programs and agencies and the amounts of federal funds. We recently have identified other funding our armed services used for programs to serve at-risk and delinquent youth. For example, last year the National Guard spent $43 million of its readiness funds on two youth programs. (See app. I.)

[3]See Results Act: Comments on Justice's August Draft Strategic Plan (GAO/T-GGD-97-184), The Results Act: Observations on the Department of Education's June 1997 Draft Strategic Plan (GAO/HEHS-97-176R, July 18, 1997), The Results Act: Observations on the Department of Labor's June 1997 Draft Strategic Plan (GAO/HEHS-97-172R, July 11, 1997), and The Results Act: Observations on the Department of Health and Human Services' April 1997 Draft Strategic Plan (GAO/HEHS-97-173R, July 11, 1997).

[4]See At-Risk and Delinquent Youth: Fiscal Year 1996 Programs (GAO/HEHS-97-211R, Sept. 2, 1997).

[5]Agency officials said they were unable to determine the precise amounts of funds going to youth in 31 of the 110 funded programs. The remaining 17 programs did not receive any funding in 1996.

Figure 1: Fiscal Year 1996 Appropriations Used to Serve At-Risk and Delinquent Youth



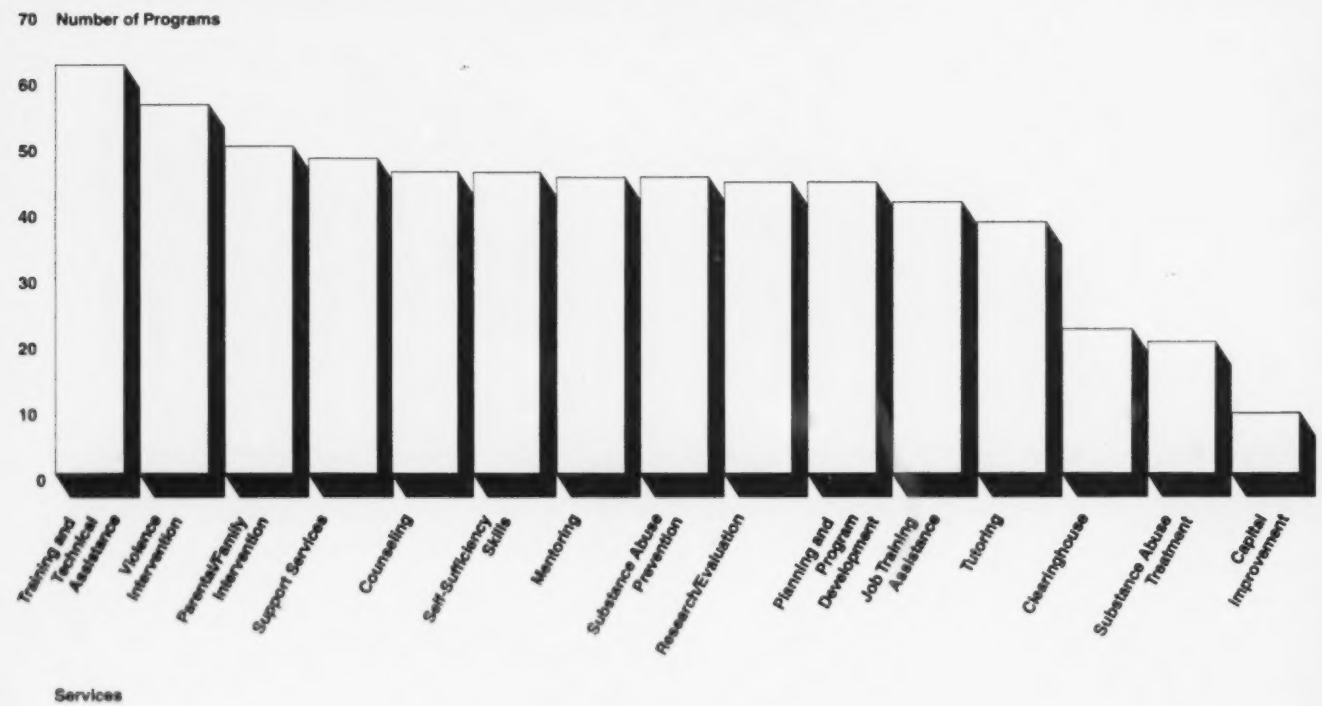
Note: Analysis based on 79 programs that reported a dollar estimate of the amount of their fiscal year 1996 appropriations used for youth. Figure does not include programs within the individual armed services in the Department of Defense.

Many programs, frequently located in different federal departments and agencies, appear to fund similar services. For example, in 1996, 45 federal programs provided substance abuse prevention, 20 provided substance abuse treatment, and 57 provided violence prevention. (See fig. 2.) These programs were located in 13 federal departments and agencies and received about $2.3 billion.[6] In addition, many programs providing similar services are administered within the same department or agency. Justice,

[6]This does not include programs within the individual armed services in the Department of Defense. The services—Air Force, Army, Marine Corps, National Guard, and Navy—administered seven programs totaling $48.8 million. Of those, four programs provided substance abuse prevention, and all of them provided violence prevention services. None of the programs provided substance abuse treatment.

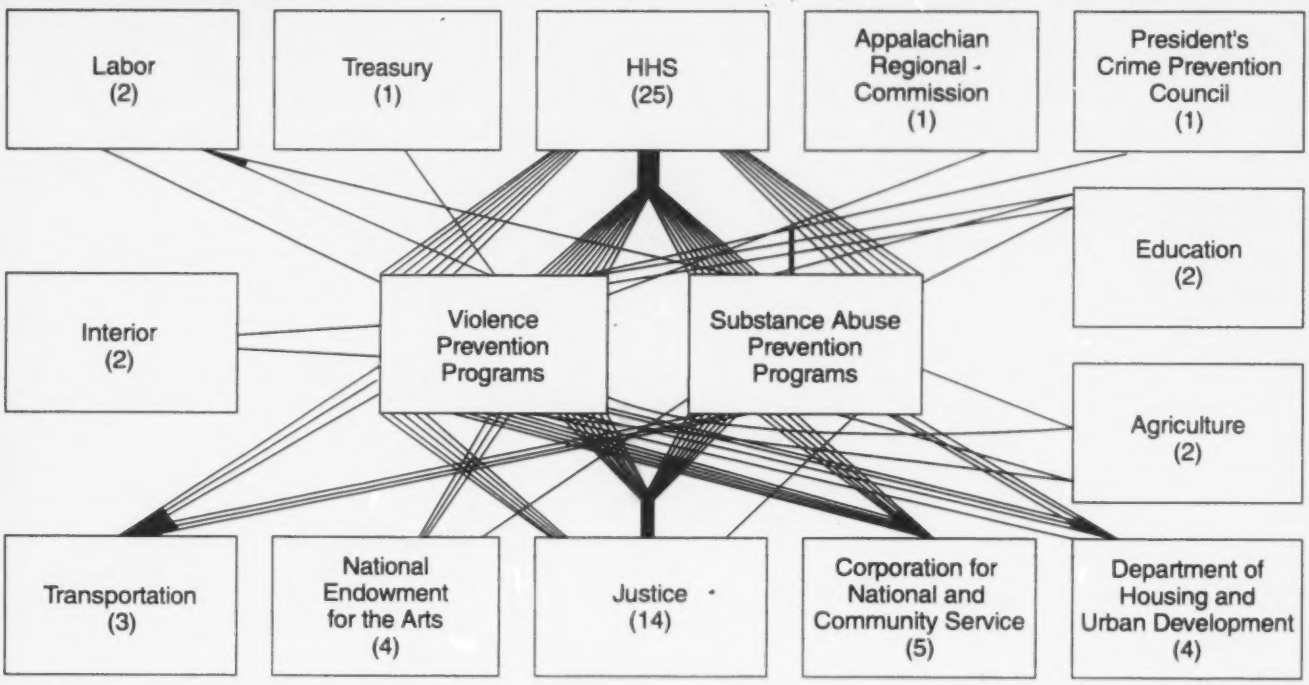
for example, had nine programs providing substance abuse prevention services to youth in 1996. (See fig. 3.) Furthermore, many individual programs fund multiple services. We found that about 63 percent of the programs funded four or more services each in 1996. (See fig. 4.)

Figure 2: Many Programs Appeared to Fund Similar Services in Fiscal Year 1996



Note: The number of programs does not include programs within the individual armed services in the Department of Defense.

Figure 3: Thirteen Federal Departments and Agencies Administered 66 Funded Violence and Substance Abuse Prevention Programs in Fiscal Year 1996



Note: Figure does not include programs within the individual armed services in the Department of Defense.

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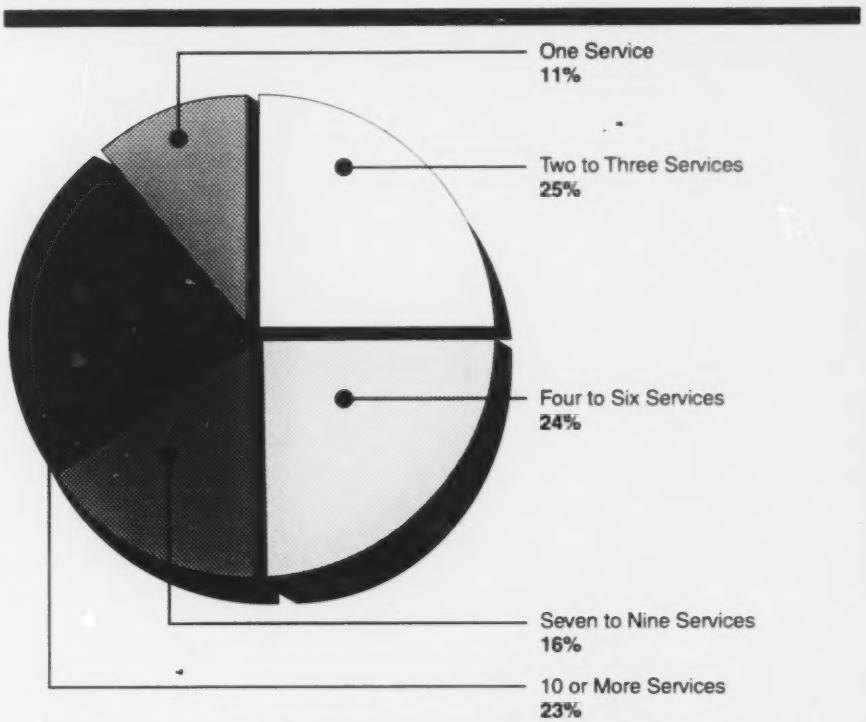
Figure 4: Many Programs Authorized to Fund Multiple Services in Fiscal Year 1996



Note: Analysis based on 107 programs that reported providing services in the categories that we used. Programs do not include those within the individual armed services in the Department of Defense.

While these programs address many of the problems that youth face and therefore could contribute to preventing juvenile crime, not all of the programs explicitly include juvenile crime prevention among their objectives. For example, one HHS program—Health Care for the Homeless—provides substance abuse prevention, but the program focuses on health issues rather than delinquency or crime prevention. Furthermore, not all of these programs serve only youth. For example, HHS' Service Grant Program for Residential Treatment for Pregnant and Postpartum Women provides youth and adults services to prevent substance abuse during or after pregnancy.

Efficiency and Effectiveness of Federal At-Risk and Delinquent Youth Programs Unknown

Although the federal government has invested billions of dollars in these programs, uncertainty exists as to whether this multitude of federal programs offers the most efficient service delivery and is achieving the desired results. As we reported in March 1996, the federal system for providing services to at-risk and delinquent youth clearly creates the potential for program overlap and duplication of services.[7] At that time, we identified numerous instances in which two or more programs could be funding the same service to the same target group. For example, we found 14 programs targeting juvenile offenders that might have funded substance abuse intervention in 1995. Our work suggests that efficiencies may be gained by having a smaller number of consolidated programs for at-risk or delinquent youth.

While we have not fully examined these multiple programs with respect to the outcomes achieved as a result of their activities, our previous work has identified promising approaches for some of the services they provide. In addition, evaluation research done by others provides some information about effective program models and their outcomes. However, not enough information is available on the results of individual federal programs or groups of programs that address similar goals.

Promising Program Models Exist

Research on the effectiveness of substance abuse and violence prevention programs has identified promising approaches in both areas. Our recent review of the literature on the effectiveness of substance abuse prevention programs identified two promising approaches for school-aged youth.[8] The first approach—referred to as the psychosocial approach—emphasizes improving individuals' drug-resistance skills and generic problem-solving/decision-making skills and modifying attitudes and norms that encourage drug use. The second approach—the comprehensive approach—involves the coordinated use of multiple societal institutions, such as family, community, and schools, for delivering prevention programs. Both approaches have reduced student drug use as well as strengthened individuals' ability to resist drugs in both short- and

[7]See At-Risk and Delinquent Youth: Multiple Federal Programs Raise Efficiency Questions (GAO/HEHS-96-34, Mar. 6, 1996).

[8]Drug Control: Observations on Elements of the Federal Drug Control Strategy (GAO/GGD-97-42, Mar. 14, 1997).

longer-term programs.[9] Although other approaches—such as information dissemination, affective education, and alternatives to drug use—have been used in previous programs, they have not shown consistent effectiveness when used individually. They have been included, however, in promising comprehensive approaches to prevention.

In our 1995 report on school safety, we described the characteristics of promising school-based violence prevention programs.[10] These characteristics are (1) a comprehensive approach, (2) an early start and long-term commitment, (3) strong leadership and disciplinary policies, (4) staff development, (5) parental involvement, (6) interagency partnerships and community linkages, and (7) a culturally sensitive and developmentally appropriate approach. For example, teaching students early about making positive choices and linking school-based programs to community groups, such as law enforcement or service agencies, are approaches used in promising programs.

We also have done work that identified common strategies shared by successful job training projects.[11] We examined six successful projects and concluded that, although each project may implement the strategy differently, their common strategy has four key features to help ensure that participants are successful in obtaining and maintaining employment. These features are (1) a focus on ensuring that participants are committed to training and getting a job, (2) removal of barriers that could limit clients' ability to finish training and get and keep a job, (3) inclusion of improving participants' employability skills as part of their training curriculum, and (4) linkage of occupational skills training with the local labor market.

Additional Research Needed on Effectiveness of Program Approaches

While our work and that of others have identified promising approaches, more and better evaluation research is needed on program effectiveness. For example, regardless of the early positive results of certain substance

[9]Two programs are among the most notable: the Life Skills Training Prevention Program, which uses a psychosocial approach, and the Midwestern Prevention Project (also known as Project Star or I-Star), which uses a comprehensive approach. The Life Skills Training Prevention Program showed that 44 percent fewer intervention participants reported use of three drugs over a specified period of time, as compared with control group participants. The Midwestern Prevention Project showed a 20- to 40-percent net reduction in the use of two drugs by school-aged youths over a 3-year period.

[10]See School Safety: Promising Initiatives for Addressing School Violence (GAO/HEHS-95-106, Apr. 25, 1995).

[11]See Employment Training: Successful Projects Share Common Strategy (GAO/HEHS-96-108, May 7, 1996). Most of Labor's and many of the other agencies' at-risk and delinquent youth programs provide job training assistance.

abuse prevention approaches, experts suggest that additional research is needed to better identify and understand the elements of effective prevention. They say substantiating early program results through further research and evaluation is important to advancing promising substance abuse prevention approaches. Examples of useful initiatives for future research include determining the combination of approaches that yields the most significant outcome results and assessing the approaches that work best for different population groups.

We reached similar conclusions about violence prevention programs. While the early results of violence prevention programs provided a useful starting point, a consensus exists that the methodological rigor of these studies must be improved to determine program effectiveness. To improve the usefulness of future evaluations, designing stronger impact or effectiveness studies should be emphasized. Design issues requiring particular attention include sampling techniques, longitudinal assessment, random assignment, and collection of data on impact and outcome measures.

Conducting such evaluations, according to officials we interviewed, depends on obtaining grants or private funds specifically for that purpose. Some agencies have begun funding impact evaluations to study the effectiveness of specific school-based interventions. For example, the Centers for Disease Control and Prevention, the National Institute of Justice, and the National Institute of Mental Health awarded 26 grants totaling about $28 million for this purpose during fiscal years 1993 and 1994.

Information About Results of Federal Programs Generally Not Available

From a decision-making standpoint, what is needed—but is often not available—is information about the overall effectiveness of a particular program. That is, to what extent are individual programs, such as the Safe and Drug-Free Schools and Communities Act of 1994 program, achieving the expected results? Information is needed about such programs because decisions about appropriate funding levels are made at the program level. In addition, with accurate information about the results of the federal programs addressing similar goals, such as job training or preventing substance abuse and violence, more effective use could be made of those funds. First, inefficiencies in the use of funds, such as those resulting from overlapping and duplicative programs, could be reduced through retargeting or combining programs. Second, policymakers could be more

assured that the activities funded, or the individual program models used, are the ones most likely to achieve program goals.

The federal job training effort, which affects youth as well as adults, is a case in point. Not only are employment training programs part of a fragmented system but, despite spending billions of dollars a year, many federal agencies operating these programs do not know if their programs are really helping people find jobs.[12] From our past work, a common theme has emerged: Most agencies lack very basic information needed to manage their programs. To its credit, Labor has collected some basic information, including outcome data, on its major job training programs, such as Job Corps and other programs funded under the Job Training Partnership Act. It has also conducted some evaluations to assess the impact of its programs. However, our reviews have shown that existing performance measures and studies still do not provide the kind of information that would instill confidence that funds are being spent to the greatest advantage of participants.

Increasing Emphasis on Accountability and Program Results

Many initiatives have been put forth in the last decade to improve the performance of government and make agencies more accountable for their actions and program results. These include the Chief Financial Officers Act, the Clinger-Cohen Act, and the Results Act. Taken together, these initiatives provide a framework for the Congress and federal agencies to improve the federal effort to serve at-risk and delinquent youth.

The Results Act requires agencies to define their missions, establish long-term strategic goals as well as annual performance goals linked to the strategic goals, measure their performance, and use performance measurement information to improve their programs. It encourages federal agencies to shift the focus from such traditional concerns as staffing and activity levels to a single, overriding issue: results. Another benefit, particularly in light of the multiple agencies and programs involved in the federal effort to assist at-risk and delinquent youth, is that strategic plans under the Results Act are expected to reflect coordination with other federal agencies that are trying to achieve similar strategic goals or have similar activities or functions.

As we recently reported, a focus on results, as envisioned by the Results Act, implies that federal programs contributing to the same or similar

[12]See Department of Labor: Challenges in Ensuring Workforce Development and Worker Protection (GAO/T-HEHS-97-85, Mar. 6, 1997).

results should be closely coordinated to ensure that goals are consistent and, as appropriate, program efforts are mutually reinforcing.[13] The current strategic plans submitted under the Results Act by the Departments of Education, Health and Human Services, Labor, and Justice—the agencies administering the most programs for at-risk and delinquent youth—illustrate the possibilities and limitations of using the act as a tool for furthering integrated approaches. In general, even the best of these plans do not give information that the Congress can use to draw conclusions about whether the coordination and "integrated approaches" are operating with respect to specific target groups, such as at-risk and delinquent youth. For example, the Department of Education organized its plan around broad agency goals. This does not permit target-group-level analysis of integration approaches. The Labor, HHS, and Justice plans are even more general in their statements about coordination and evaluation. For at-risk and delinquent youth programs, as well as other federal programs, this shift to a focus on results can help bridge the gap between what is known about effective program models and the actual activities and characteristics of individual federal programs. For example, current research has identified aspects of effective substance abuse prevention programs and characteristics of promising approaches for violence prevention programs. This research, however, consists of one-time efforts, and the extent to which these studies influence other programs' design and service delivery is uncertain. The Results Act, on the other hand, provides an incentive for agency and program personnel to systematically assess their programs and identify and adapt successful practices of similar programs. The act also provides an early warning system for identifying goals and objectives that are not being met so that agency and program staff can replace ineffective practices with effective ones.

Measuring how well programs are working can present a major challenge, however, especially when funds are distributed through block grants, which is the case with some of the at-risk and delinquent youth programs. Agencies face the challenge of balancing the flexibility that block grants afford states to set priorities on the basis of local need with their need to hold states accountable for achieving federal goals.[14] Performance Partnership Grants (PPG) may provide a solution. Under PPGs, the states and the federal government will negotiate an arrangement that identifies specific objectives and performance measures regarding outcomes and

[13]The Government Performance and Results Act: 1997 Governmentwide Implementation Will Be Uneven (GAO/GGD-97-109, June 2, 1997).

[14]For more information on ensuring accountability in block grants, see Block Grants: Issues in Designing Accountability Provisions (GAO/AIMD-95-226, Sept. 1, 1995).

processes. This appears to be a promising strategy because it gives the states more control over their funding decisions while encouraging them to accept greater accountability for results.

Conclusions

Over time, the Congress has created more than 100 programs and authorized the investment of billions of federal dollars to help at-risk and delinquent youth avoid harmful consequences for themselves and society. Although some of the federally funded efforts have shown promise, questions still exist about how efficiently federal funds are being used and the effectiveness of the services these programs provide. Better information is needed about the results of programs individually and in combination.

The Results Act could be the vehicle for bringing about an integrated federal effort to serve at-risk and delinquent youth. However, for the federal government to take advantage of this opportunity, agencies must focus their efforts to coordinate with one another at the target-group level. Without this focus, the Results Act may have limited impact on the multiple, potentially duplicative programs that make up the current federal investment in improving the lives of at-risk and delinquent youth.

Mr. Chairman, this concludes my prepared statement. I would be pleased to respond to any questions you or members of the Subcommittee may have.

Appendix I

Federal Program Funding for At-Risk and Delinquent Youth, Fiscal Year 1996

Table I.1 provides information on the programs and services provided by federal departments and agencies. The abbreviations for the types of services are counseling (C), clearinghouse (CH), capital improvement (CI), job training assistance (JTA), mentoring (M), parental and family intervention (PFI), planning and program development (PPD), research and evaluation (RE), substance abuse prevention (SAP), substance abuse treatment (SAT), support service (SS), self-sufficiency skills (SSS), tutoring (T), training and technical assistance (TTA), and violence prevention (VP). (Violence prevention includes conflict resolution, crime and violence intervention, focused activity, and gang intervention.) (See app. II for definitions of program services.)

Table I.1: Federal Program Funding for At-Risk and Delinquent Youth, FY 1996

Agency and program	Estimate of funding dedicated to youth (millions)
Appalachian Regional Commission (1 program)	
Area Development Program	$0.3
Subtotal	0.3
Corporation for National and Community Service (6 programs)	
AmeriCorps	N/A
Foster Grandparent Program	N/A
Learn and Serve America—Higher Education	N/A
Learn and Serve America—School- and Community-Based Programs	N/A
Retired and Senior Volunteer Program	N/A
Volunteers in Service to America (AmeriCorps*VISTA)	11.4
Subtotal	11.4
Department of Agriculture (7 programs)	
4-H and Youth Development	63.0
Children, Youth, and Families at Risk Initiative—Cooperative Extension System	9.0
Commencement 2000	0.1
Food Stamp Employment and Training Program	N/A
Partnerships Against Violence Network	N/A
Urban Tree House Research Program	[a]
Youth Conservation Corps[b]	3.5
Subtotal	75.6
Department of Defense (7 programs)	
U.S. Air Force - Model Communities for Families and Children	2.4
U.S. Army - Model Communities for Families and Children	1.6
Joint U.S. Air Force/Army - Model Communities for Families and Children	0.3
U. S. Marine Air Station - Model Communities for Families and Children	0.2
U.S. National Guard - Challenge Youth Program	39.3
U.S. National Guard - STARBASE	3.4
U.S. Naval Air Stations - Model Communities for Families and Children	1.6
Subtotal	**48.8**

Type of service funded														
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
X			X	X	X	X					X	X	X	X
X			X	X	X			X			X	X		X
				X	X						X	X		
X			X	X				X			X	X	X	X
X								X			X	X		X
X			X	X	X			X		X	X	X	X	X
X			X	X	X			X			X	X	X	X
				X	X	X	X				X		X	
	X		X	X	X	X	X	X			X	X	X	X
	X	X	X	X		X	X						X	
			X								X			
X	X		X	X	X	X	X	X	X	X	X	X	X	X
							X							
X			X	X	X			X			X	X		X
X		X	X	X							X	X		X
X														X
														X
		X	X	X	X		X	X			X		X	X
		X		X	X			X			X	X	X	X
	X	X	X	X	X			X			X	X		X

(continued)

Agency and program	Estimate of funding dedicated to youth (millions)
Department of Education (8 programs)	
Community-Based Organizations	0[c]
Education for Homeless Children and Youth	25.0
Family and Community Endeavor Schools Grant Program	0[c]
Safe and Drug-Free Schools, Part A, Subpart 1, State Grants for Drug and Violence Prevention	441.0
Safe and Drug-Free Schools and Communities—National Programs	25.0
Talent Search	78.4
Title I Program for Neglected and Delinquent Children	39.3
Upward Bound	172.0
Subtotal	780.7
Department of Health and Human Services (59 programs)	
Adolescent Care Demonstration and Evaluation Projects Initiative	2.6
Adolescent Family Life Demonstration Projects and Research Grants	15.1
Center for Substance Abuse Prevention—Public Education/Dissemination	4.3
Child Abuse and Neglect State Grants	21.0
Child Abuse Discretionary Program	15.4
Child Welfare Services	292.0
Children's Justice Grant Program	0[c]
Community Economic Development	N/A
Community Health Centers	N/A
Community Partnerships (formerly Community Prevention Coalitions Grant Program)	N/A
Community Schools Youth Services and Supervision Program	0
Community Services Block Grants	N/A
Comprehensive Community Treatment Program	0.3
Cooperative Agreements for Addiction Treatment and Recovery Systems in Target Cities	1.8
Demonstration Grant Program for Residential Treatment for Women and Their Children	17.2

Type of service funded														
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
					X	X	X			X		X	X	
X		X		X	X	X	X	X				X	X	X
X								X					X	X
X				X								X		
X			X								X	X		
X				X							X	X		
X				X				X		X				
X	X		X	X	X	X	X	X	X	X	X	X	X	X
	X												X	
					X		X						X	
					X		X						X	
					X					X				
						X	X							
			X											
X		X		X	X					X				
								X						X
			X							X	X			
									X					
									X				X	
					X		X		X					X

(continued)

Agency and program	Estimate of funding dedicated to youth (millions)
Demonstration Partnership Program	0[c]
Demonstration Programs for High Risk Youth	35.7
Emergency Community Services Homeless Grant Program	0[c]
Family and Community Violence Prevention Program	3.5
Family Preservation and Support Services	150.0
Family Support Center and Gateway Demonstration Programs	0[c]
Family Violence Prevention and Services	N/A
Grants for Comprehensive Community Mental Health Services for Children and Adolescents With Serious Emotional Disturbances	59.9
Health Care for the Homeless Program	N/A
Health Care Services Demonstration Models for Youth Infected With HIV Initiative	1.9
Health Services for Residents of Public Housing	N/A
HIV Service Delivery Models Cooperative Agreement Initiative	0.8
Homeless Demonstrations	N/A
Independent Living Program	70.0
Indian Child and Adolescent Mental Health Prevention and Treatment Services	18.0
Indian Child Protection and Child Abuse Prevention Demonstration Projects	1.3
Indian Health Service—Alcoholism and Substance Abuse Program	32.0
Indian Health Service Research Grants	0
Indian Youth Grant Program	0
Injury Prevention and Control Research and State Grant Projects	N/A
Job Opportunities for Low-Income Individuals	N/A
Maternal and Child Health Block Grant Services Program	N/A
Maternal and Child Health Block Grant Services Program—Special Projects of Regional and National Significance	15.6
Mental Health Block Grant[e]	N/A
Migrant Health Centers	N/A

	Type of service funded													
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
								X	X					
			X	X	X			X				X		X
X				X	X	X		X		X	X	X		X
			X		X					X			X	X
					X						X			
								X	X	X				
										X				
					X	X		X		X			X	X
									X					
									X					
X			X	X		X				X	X	X		X
X					X	X		X	X				X	X
X					X	X		X	X	X			X	X
X			X		X	X	X	X	X	X	X	X	X	X
							X						X	
X			X	X	X					X	X		X	
	X					X	X			X			X	
	X					X	X			X			X	
X	X	X	X	X	X			X	X	X				

(continued)

Agency and program	Estimate of funding dedicated to youth (millions)
National Institute of Alcohol Abuse and Alcoholism—Research Programs	21.1
National Institute on Drug Abuse—Research Programs	7.1
National Institute of Mental Health—Research Programs	7.2
National Youth Sports Program	12.0
Native American Programs	N/A
Pregnant and Postpartum Women and Infants Demonstration Projects	18.8
Projects for Assistance in Transition From Homelessness	N/A
Runaway and Homeless Youth Programs—Basic Centers	43.7
Service Grant Program for Residential Treatment for Pregnant and Postpartum Women	17.1
Special Projects of National Significance Program	5.2
Social Services Block Grant	N/A
Starting Early, Starting Smart	0.9
Street Outreach Program to Prevent Sexual Abuse and Exploitation of Runaway, Homeless, and Street Youth	8.0
Substance Abuse Prevention and Treatment Block Grant	N/A
Transitional Living Program for Homeless Youth	14.9
Urban Indian Health Programs	5.8
Youth Risk Behavior Surveillance System[f]	2.1
Subtotal	922.3
Department of Housing and Urban Development (4 programs)	
4-H After-School Program/Demonstration	3.5
Youth Apprenticeship	N/A[g]
Youth Development Initiative	N/A[h]
Youthbuild	20.0
Subtotal	23.5
Department of Interior (2 programs)	
Indian Child Welfare Act (Title II Grants)	N/A
Indian Child Welfare Assistance (Foster Care)	N/A
Subtotal	N/A

Type of service funded														
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
							X							
							X							
							X							
X				X										X
	X		X			X							X	X
								X						
		X	X						X	X			X	
X					X		X			X			X	X
					X			X	X	X				X
	X						X							X
			X							X	X			
					X			X	X				X	
X				X	X			X		X	X		X	X
								X	X					
			X								X			
X					X			X	X				X	X
X			X	X	X	X	X	X		X	X	X	X	X
X			X	X	X			X		X	X	X	X	X
X		X	X	X	X			X		X	X	X	X	X
X			X	X						X	X			X
X					X					X				X
					X					X				X

(continued)

Agency and program	Estimate of funding dedicated to youth (millions)
Department of Justice (22 programs)	
Boot Camps, Part H	0
Children's Justice Act Program Grants for Native American Indian Tribes	0[a]
Community Outreach Program	0.2
Community Relations Service Initiatives	2.7
Crime Victim Assistance/Discretionary Grants	0[a]
Crime Victim Assistance Formula Grant Program	0[a]
Crime Victim Compensation Formula Grant Program	0[a]
Demand Reduction	0.1
Edward Byrne Memorial State and Local Law Enforcement Assistance Programs—Discretionary Grant	18.2
Edward Byrne Memorial State and Local Law Enforcement Assistance Programs—Formula Grant	60.8
Gang-Free Schools and Communities—Community-Based Gang Intervention	10.0
Justice Research, Development, and Evaluation Project Grants	0.6
Juvenile Justice and Delinquency Prevention—Allocation to States (State Formula Grants), Part B	70.0
Juvenile Justice and Delinquency Prevention—Juvenile Mentoring, Part G	4.0
Juvenile Justice and Delinquency Prevention National Programs—Discretionary Grants, Part C	25.0
Juvenile Justice and Delinquency Prevention—State Challenge Activities, Part E	10.0
Missing and Exploited Children Program (Title IV)	6.0
Title II: Part A—Concentration of Federal Efforts	0.2
Title V—Incentive Grants for Local Delinquency Prevention Programs	20.0
Treatment for Juvenile Offenders Who Are Victims of Child Abuse or Neglect, Part F	0
Victims of Child Abuse	12.1

Type of service funded														
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
X					X	X							X	
				X		X	X	X			X	X		X
													X	X
X	X					X	X			X			X	
X											X			
X											X			
				X		X		X					X	
X				X	X	X						X	X	X
X	X	X	X	X	X	X	X	X	X	X	X	X	X	X
X	X		X	X	X	X	X	X		X	X	X	X	X
	X				X	X	X						X	X
X			X	X	X	X	X	X		X	X	X	X	X
X			X	X						X	X	X	X	X
X	X		X		X	X	X	X		X	X	X	X	X
			X			X	X				X		X	
	X						X						X	X
X	X		X	X	X	X	X	X		X	X	X	X	X
X			X	X	X	X	X	X		X	X	X	X	X
	X					X	X						X	

(continued)

Agency and program	Estimate of funding dedicated to youth (millions)
Weed and Seed Program Fund	8.7
Subtotal	248.6
Department of Labor (9 programs)	
Employment and Training Research and Development Projects	14.1
Job Training for the Homeless Demonstration Program	0
Job Training Partnership Act (JTPA)—Job Corps	1,100.0
JTPA Title II-B—Summer Youth Employment and Training	625.0
JTPA Title II-C—Year-Round Youth Program	126.7
Migrant and Seasonal Farmworker Programs	N/A
Native American Programs	N/A
School to Work Opportunities	350.0
Youth Fair Chance	0
Subtotal	2,215.8
Department of Transportation (3 programs)	
Alcohol Traffic Safety and Drunk Driving Prevention Incentive Grants	5.1
State and Community Highway Safety	15.6
Youth Impaired Driving Projects	1.8
Subtotal	22.5
Department of the Treasury (1 program)	
Gang Resistance Education and Training Projects	8.0
Subtotal	8.0
Environmental Protection Agency (1 program)	
Environmental Education Grants	2.2
Subtotal	2.2
National Endowment for the Arts (4 programs)	
Promotion of the Arts—Arts Education Initiative	0.3
Promotion of the Arts—Arts Education Partnership Grants (formerly Promotion of the Arts—Arts in Education—Arts Corps)	2.8
Promotion of the Arts—Leadership Initiatives	0.8
Promotion of the Arts—State and Regional Program	1.8
Subtotal	5.7

Type of service funded														
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
X	X	X	X	X	X	X		X	X	X	X	X	X	X
X			X	X		X	X			X	X	X	X	X
X		X	X					X		X	X			X
			X							X	X			
			X	X								X		
			X							X				
			X							X				
						X							X	
	X					X	X	X					X	X
	X					X	X	X					X	X
				X		X	X	X					X	X
													X	X
	X			X										
				X	X	X	X			X	X	X	X	X
				X	X	X	X			X	X	X	X	X
				X	X	X	X			X	X	X	X	X
				X	X	X	X	X			X		X	

(continued)

Agency and program	Estimate of funding dedicated to youth (millions)
President's Crime Prevention Council (1 program)	
Ounce of Prevention Grant Program	1.1
Subtotal	1.1
State Justice Institute	
State Justice Institute	1.0
Subtotal	1.0
Grand total	**$4,367.5**

	Type of service funded													
C	CH	CI	JTA	M	PFI	PPD	RE	SAP	SAT	SS	SSS	T	TTA	VP
						X	X	X						X
							X						X	

Note: N/A = amount not available. Agency officials were unable to determine the portion of funds spent on youth.

[a]This program is funded through the Departments of Agriculture, the Interior, and the Navy and the Environmental Protection Agency. Only two of the four agencies responded to our inquiries; therefore, full fiscal year 1996 funding information was not available.

[b]Officials at the Department of Agriculture said that our service definitions did not fit the objectives of this program. The program provides conservation of public lands and employment services.

[c]The appropriation for this program was rescinded in fiscal year 1996, according to agency officials.

[d]No federal dollars are appropriated; funding is provided by the Department of Justice's Crime Victims Fund, which is financed through forfeitures.

[e]Officials at HHS said that our service definitions did not fit the objectives of the Mental Health Block Grant. The program provides mental health services.

[f]Officials at HHS said that this program does not provide the services listed. Instead, it conducts surveys and develops a database on youth behavior.

[g]Officials at the Department of Housing and Urban Development (HUD) said that this program received a one-time 6-year $10 million appropriation in fiscal year 1994, and the program began in fiscal year 1995. The program has not received any additional funding.

[h]Officials at HUD said that this program received a one-time 3- to 5-year $5 million appropriation in fiscal year 1994, and the program began in fiscal year 1995. The program has not received any additional funding.

[i]Officials at the Department of Labor said that this program received $170 million from the Department of Labor and $180 million from the Department of Education.

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Definitions of Program Services

In our review, we focused on 19 types of services or activities that programs could potentially provide to at-risk or delinquent youth. We used the following definitions for these service:

Capital improvement. Funding for the purchase of property, facilities, and equipment used in helping youth.

Clearinghouse. Gathering and disseminating research and other information on youth.

Conflict resolution. Assisting individuals or groups in learning the principles of nonviolent solutions to disputes or providing trained leaders to work with individuals or groups seeking nonviolent solutions to disputes.

Counseling. Youth counseling services to help resolve problems or difficulties stemming from emotional problems, home or family conflicts, and interpersonal relationships.

Crime and violence intervention. Activities to reduce violence and crime perpetrated by or against youth (except for gang violence).

Focused activity. Activity for preventing juvenile delinquency by offering positive, alternative ways for youths to spend their time, such as in recreation and sports.

Gang intervention. Activities to help individuals, groups, or communities deter youths from joining gangs, encourage them to leave gangs, or reduce gang violence.

Job training assistance. Activities focusing on helping youths prepare for or find jobs. Job search assistance includes providing instructions on job-seeking techniques, preparing a job-search plan, obtaining labor market information, and increasing motivation and self-confidence. Job placement assistance includes identifying job openings in the public or private sector and referring individuals to employers with such openings. On-the-job training is training provided to an employee in occupational or other skills essential to performing a specific job or group of jobs. Such training is generally used for entry-level employment and skill upgrades.

Mentoring. Using adult role models to assist youth in career or educational planning and to provide encouragement and motivation.

Parental and family intervention. Improving parenting skills and communication within families or otherwise promoting positive family and home life. Included in this category are programs on youth pregnancy, youth parenting, and child abuse.

Planning and program development. Funding for planning and development activities related to youth programs.

Research and evaluation. Studies relating to innovative approaches for planning and implementing youth programs or evaluation of the effectiveness of such programs.

Self-sufficiency skills. Individual or group training in life skills (such as caring for a home, reading a bus schedule, and using a checking account) and remedial or basic skills training in academic subjects (such as mathematics or English, English as a second language, and literacy training).

Substance abuse prevention. Services to prevent drug and alcohol abuse.

Substance abuse treatment. Services to treat drug and alcohol abuse.

Support service. Assistance to individuals in overcoming barriers to participating in programs for at-risk and delinquent youth. Examples may include subsidizing the cost of child care or transportation or providing financial support or reimbursement for medical expenses incurred by an individual or the individual's family, thereby facilitating program participation.

Training and technical assistance. Training and technical assistance to people responsible for program management or service delivery. This could include information dissemination on youth programs.

Tutoring. Assistance to individuals or groups in mastering academic subjects, such as reading or mathematics, including help with homework or school projects.

Violence prevention. Conflict resolution, crime and violence intervention, focused activity, and gang intervention.

Related GAO Products

At-Risk and Delinquent Youth: Fiscal Year 1996 Programs (GAO/HEHS-97-211R, Sept. 2, 1997).

The Results Act: Observations on the Draft Strategic Plans of Selected Department of Labor Components (GAO/HEHS-97-188R, July 31, 1997).

National Labor Relations Board: Observation on NLRB's July 8, 1997, Draft Strategic Plan (GAO/T-HEHS-97-183, July 24, 1997).

The Results Act: Observations on the Department of Education's June 1997 Draft Strategic Plan (GAO/HEHS-97-176R, July 18, 1997).

The Results Act: Observations on the Department of Labor's June 1997 Draft Strategic Plan (GAO/HEHS-97-172R, July 11, 1997).

Substance Abuse and Violence Prevention: Multiple Youth Programs Raise Questions of Efficiency and Effectiveness (GAO/T-HEHS-97-166, June 24, 1997).

The Government Performance and Results Act: 1997 Governmentwide Implementation Will Be Uneven (GAO/GGD-97-109, June 2, 1997).

Department of Education: Challenges in Promoting Access and Excellence in Education (GAO/T-HEHS-97-99, Mar. 20, 1997).

Department of Labor: Challenges in Ensuring Workforce Development and Worker Protection (GAO/T-HEHS-97-85, Mar. 6, 1997).

Employment Training: Successful Projects Share Common Strategy (GAO/HEHS-96-108, May 7, 1996).

At-Risk and Delinquent Youth: Multiple Federal Programs Raise Efficiency Questions (GAO/HEHS-96-34, Mar. 6, 1996).

Managing for Results: Achieving GPRA's Objectives Requires Strong Congressional Role (GAO/T-GGD-96-79, Mar. 6, 1996).

School Safety: Promising Initiatives for Addressing School Violence (GAO/HEHS-95-106, Apr. 25, 1995).

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